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ABSTRACT

Chapter I of the Elementary and Secondary Education Act (ESEA) is the largest federally-funded program designed to provide services to elementary and secondary students to meet the special needs of educationally deprived students who reside in areas with high concentrations of low-income families. The 1994-95 school year is the last year of operation under Chapter I of the ESEA. The 1994 reauthorization of the legislation changed the name to Title I of the Improving America's Schools Act. The reauthorized program will promote: (1) high standards for all children; (2) a focus on teaching and learning; (3) flexibility for local initiative and responsibility for student performance; (4) links among schools, parents, and communities; and (5) resources targeted to greatest areas of need. In fiscal year 1995, 46,772 students received Chapter 1 services in Colorado. Fifty-five percent of the state's Chapter 1 participants belonged to an ethnic minority, while 73.5% of the state's students overall were white. Achievement gains in reading were reported by all Colorado Chapter 1 districts in 1994-95, and language arts and mathematics programs were also effective in improving participants' achievement. However, Chapter 1 schools with the highest concentrations of poverty had lower average normal curve equivalent gains in basic and advanced skills. Two examples are given of successful Chapter 1 programs in Colorado. (Contains 5 tables and 14 figures.) (SLD)

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THE CHAPTER 1 CHALLENGE:

COLORADO'S CONTRIBUTION 1995

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THE CHAPTER 1 CHALLENGE:
COLORADO'S CONTRIBUTION 1995

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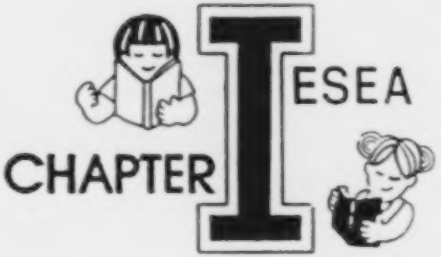
WHAT IS CHAPTER 1?

Chapter 1 of the Elementary and Secondary Education Act (ESEA) is the largest federally-funded program designed to provide services to elementary and secondary students. The legislation authorizes services above and beyond those provided by a regular school program. Initially enacted as Title I of the Elementary and Secondary Education Act of 1965, Chapter 1 provides "...financial assistance to state and local educational agencies to meet the special educational needs of educationally deprived children..." who reside in areas with high concentrations of children from low income families. Chapter 1 funds are allocated to districts on the basis of a formula that includes the number of children from low income families residing in that area. Within a district, however, services are provided to students on the basis of educational need rather than family income.



All Chapter 1 programs must meet the following federal requirements:

Needs assessment

All Chapter 1 programs must conduct a needs assessment each year and provide services to students who are identified as having the greatest educational needs.

Supplementary services

Chapter 1 services are intended to be supplementary to the regular educational program and may not take the place of services provided by the district or state.

Concentration of services

The law requires that Chapter 1 programs be of sufficient size, scope and quality to "give reasonable promise of substantial progress toward meeting the special educational needs of the children being served" within the scope of available resources.

Instructional services

Chapter 1 is primarily an instructional program but a limited amount of essential support services may be provided with available Chapter 1 funds.

Parental involvement

Programs must be designed and implemented in consultation with parents.

Evaluation

All Chapter 1 programs must be evaluated and the results must be used for program improvement. Results of local evaluations are summarized and reported at the state and national levels.

HOW WILL CHAPTER 1 CHANGE DUE TO THE NEW REAUTHORIZATION?

The 1994-95 school year is the last year of operation under Chapter 1 of ESEA. In 1994 the U.S. Congress reauthorized the legislation returning the program's name to Title I of the Improving America's Schools Act (IASA) of 1994. The legislation's five new directions are summarized below.

High Standards for All Children.

- Requires creation of a state plan for developing high-quality content standards that specify what all children are expected to know and be able to do and challenging performance standards that all children are expected to obtain.
- Necessitates that the state plan includes assessments designed for all children that are aligned with state content standards and are used to determine if children in Title I have met challenging performance standards.
- Promotes alignment of all educational components to ensure all children attain challenging standards.

Focus on Teaching and Learning.

- Expands schoolwide opportunities, which allow highest poverty schools to combine Title I and other federal funds to engage in comprehensive educational improvement programs.
- Provides children an enriched and accelerated educational program that increases the amount and quality of instructional time.
- Reforms targeted assistance programs to use funds for children who are failing, or most at risk of failing, to meet the state's performance standards.
- Significantly upgrades the quality of instruction by providing staff with intensive and sustained professional development.

Flexibility for Local Initiative, with Responsibility for Student Performance.

- Brings decisions to the school level, in consultation with the central office of the school district, so they can determine the best ways to meet the needs of their students.
- Encourages an ongoing planning process for improvement based on the needs of schools and students.
- Develops a performance-based accountability system under which schools and school districts must demonstrate adequate yearly progress toward attaining high state performance standards.
- Establishes a system for recognizing "distinguished schools" and "distinguished educators".

Links Among Schools, Parents and Communities.

- Focuses on increasing parental involvement through school-parent compacts and parent participation in developing school-level plans, sharing responsibility for student performance, and affording parents meaningful opportunities to participate in the education of their children at home and at school.
- Strengthens school-community connections by fostering the integration of Title I with other educational programs and health and social service programs.
- Establishes a statewide system of intensive and sustained support and improvement, which includes school support teams, for Title I schools to increase the opportunity for all children in such schools to meet the state's content and performance standards.

Resources Targeted to Where Needs Are Greatest.

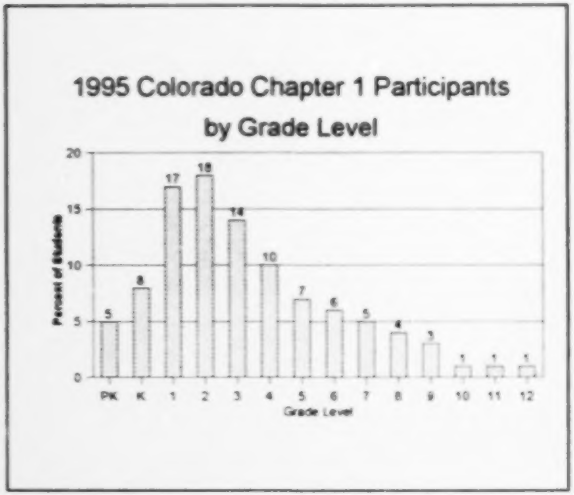
- Targets resources to the highest poverty counties and districts.
- Requires districts to distribute dollars to schools on the basis of poverty.
- Necessitates districts to allocate a minimum amount per poor child to ensure the highest poverty schools receive sufficient funds to meet their needs.

WHO IN COLORADO PROVIDES CHAPTER 1 SERVICES?

In FY 1995, Colorado Chapter 1 programs were administered by 104 districts and nine Boards of Cooperative Educational Services (BOCES), representing an additional 71 districts. Staff members totaling 1,796.32 full-time equivalents (FTEs) served a total of 46,772 students in Chapter 1. A state-administered institution for neglected or delinquent children also provided services to 333 students. Administrative and technical assistance services were supplied by the Colorado Department of Education, and additional evaluation assistance was furnished by the Technical Assistance Centers of RMC Research Corporation and the Southwest Comprehensive Regional Assistance Center (which was appointed as a result of reauthorization). The centers are located in Denver and are funded by the federal government to provide assistance in evaluation and program improvement to state and local Chapter 1 programs.

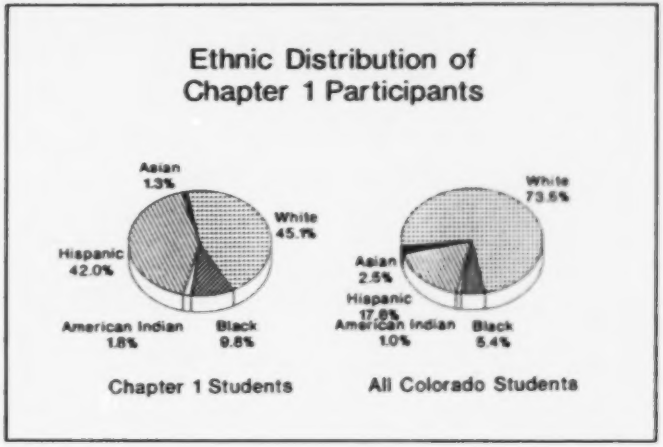
WHO DOES CHAPTER 1 SERVE?

There were 46,772 students in Colorado who received Chapter 1 services in FY 1995. The number of participants in Chapter 1 programs increased by 1.9 percent from FY 1994.



Colorado Chapter 1 participants continued to be concentrated in the early elementary grades, with the next highest concentration in grades 4–6. The number of participants in prekindergarten and kindergarten has increased from 3,300 in 1987 to 6,271 in 1995, a 90 percent increase.

Colorado Chapter 1 services were targeted to students with substantial educational needs. The average pretest Normal Curve Equivalents (NCEs) in basic reading, language arts and math were 26.9, 30.4, and 27.7 respectively. The corresponding average pretest percentiles were 14, 18 and 14. In advanced reading, language arts and math average pretest NCEs were 26.7, 31.8 and 30.0; corresponding percentiles were 13, 19 and 17.



Fifty-five (54.9) percent of Chapter 1 participants belong to an ethnic minority. During FY 1995, 73.5 percent of all Colorado public school students were white. Students from ethnic groups represented a larger share of Chapter 1 participants than they did in the general student population. The percentages of American Indian, Black and Hispanic were nearly twice what is found in the general student population.

When examined by gender, 54.5 percent of the Chapter 1 participants were male and 45.5 percent were female. State percentages were 51.4 and 48.6, respectively.

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Chapter 1 Participants in the Division of Youth Services

Age	Number of Delinquent
14-16	110
17-20	223
Total	333

Division of Youth Services

Chapter 1 services were also provided to students in a state institution for the neglected or delinquent. There, Chapter 1 services focused primarily on students in the 17- to 20-year-old age range.

Non-public School Students

Colorado non-public school students also participated in the Chapter 1 program. These 521 students accounted for only 1.1 percent of all Chapter 1 participants. In comparison, 6.9 percent of all Colorado students attended private schools during the 1994-95 school year.

WHAT ARE OTHER ASPECTS OF CHAPTER 1?

Funding

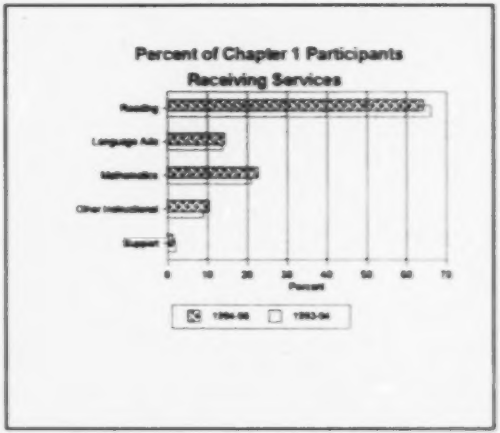
Fiscal Year (FY) 1995 Chapter 1 funding was $63,027,310, a 5.8 percent increase in Chapter 1 funds from FY 1994. This amount represents funds for use in Local Education Agencies (LEAs) only.

Average spending per student was $1,348. Chapter 1 dollars per child increased 3.9 percent from the previous year.

Services

The majority of 1994-95 Chapter 1 participants received instruction in reading. However, compared to last year, greater percentages of students received instruction in language arts, math and other instruction, and a lesser percentage of students received reading.

Guidance, social work, transportation, health/nutrition and parent coordinator visits were areas in which support services were provided. Relatively few participants, only 1.3 percent of all Chapter 1 students, received such non-instructional support.



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Staff

Number of Chapter 1 Staff by Category

Category	Number in FTE
Teachers	1,089.95
Aides	594.45
Administrators	32.33
Other	79.59
Total	1,796.32

There were 1,796.32 full-time equivalent staff members (FTEs) funded by Chapter 1 in Colorado in FY 1995. Except for teachers, fewer people served in each category than in FY 1994. The 2.1 percent increase in staff accompanied a 1.9 percent increase in Chapter 1 student participation. The "other" category represents curriculum specialists, support staff and clerical staff.

Parent Involvement

Chapter 1 parents were involved in a variety of activities around the educational program and services for their children in 1995. A total of 52,780 parents participated in general Chapter 1 project planning, implementation and/or evaluation. A large number of parents, 45, 213, attended parent-teacher conferences to discuss achievement, concerns and progress of their children. In addition, 52,451 parents were reported as having attended Chapter 1 workshops, conferences or meetings during the 1994-95 school year. Parent involvement increased an average of 7 percent in these three categories over the previous year.

HOW IS ACHIEVEMENT MEASURED?

Achievement gains resulting from Chapter 1 services were reported by all Colorado Chapter 1 districts in 1994-95 for the final time using a Normal Curve Equivalent (NCE) scale, in which scores range from 1 to 99. NCE scores allow results of different tests to be combined on a common scale. Without the benefit of Chapter 1 supplementary services, a student is expected to have zero NCE growth or to stay at the same percentile rank. Any increase in either is assumed to be the result of the extra services provided and represents more than a year's gain in achievement.

Under reauthorization, future achievement will be measured by standards-based state assessments for all Colorado students. Until state instruments are ready, Title I programs are to be using other performance-based assessments that align with state and local content standards.

The following Colorado Chapter 1 achievement gains are based on students who were tested, using norm referenced achievement tests on an annual cycle. An annual testing schedule may consist of fall pretest and posttest dates or a spring pretest followed by a spring posttest the following year.

Chapter 1 programs were required by 1988 legislation to report both basic and advanced skills. The latter was added to determine progress in higher order thinking skills. Advanced skills subtests were defined as Reading Comprehension in reading and Problem Solving or Applications in mathematics. If a language arts subtest was used to test basic skills, advanced skills reporting was not required.

Achievement is also measured by means other than standardized tests. Chapter 1 student success in the regular school program is measured by the number of Chapter 1 students who are promoted to the next grade level the following school year and grades received in similar subject area classes.

WHAT WERE THE RESULTS?

1995 Achievement Results: Average NCE Gains

	Annual Testing Cycle			
	Basic Skills		Advanced Skills	
Subject	N	NCE	N	NCE
Reading	11,904	5.4	11,724	5.9
Language Arts	2,119	5.1	1,366	4.7
Math	4,108	7.0	4,037	6.0

N = Number of students tested in each testing cycle.
NCE = Average weighted NCE gain.

Chapter 1 reading, language arts and math programs across Colorado were effective in improving the achievement level of participants. Average NCE gains across all grades were positive in all subjects. Colorado Chapter 1 students increased their basic reading, language arts and math scores from the 14th to the 20th, 18th to 25th and 14th to the 23rd percentiles, and their advanced scores from the 13th to 20th, 19th to 26th and 17th to 25th percentiles, respectively.

More detailed results are presented in the following tables in which achievement gains are reported by skill level and grade.

Required by federal legislation, the annual testing cycle represents gains obtained during the full program year. Annual testing cycles have a student transiency factor which must be considered when interpreting Chapter 1 gain scores. In many districts, student mobility in and out of the district is high. Within these districts, only a portion of the students who took the pretest were still around to take the posttest one year later. Thus, gain scores from these districts represent only a fraction of the pretested Chapter 1 participants. During the 1994-95 program, annual cycle test results were not reported for 46 percent of the Chapter 1 students in membership due to student mobility.

Test scores for small student samples should be interpreted with caution. Aggregate scores for small groups are likely to be affected by the extreme scores of one or two students.

Other indicators of Chapter 1 student success in the regular classroom are a low percentage of retentions and grades. Only 1.5 percent, or 689, 1994-95 Chapter 1 students were retained in the 1995-96 school year. Grades in similar subject area classes were encouraging. In reading or language arts 78.4 percent of students graded within the A-F system had C's or higher and 71.6 percent had satisfactory grades within the SNU (Satisfactory-Needs Improvement-Unsatisfactory) scale. In mathematics, 73.6 percent had C's or higher and 69.5 percent received satisfactory marks.

Colorado 1995 Chapter 1 Achievement Gains
Basic Skills by Grade

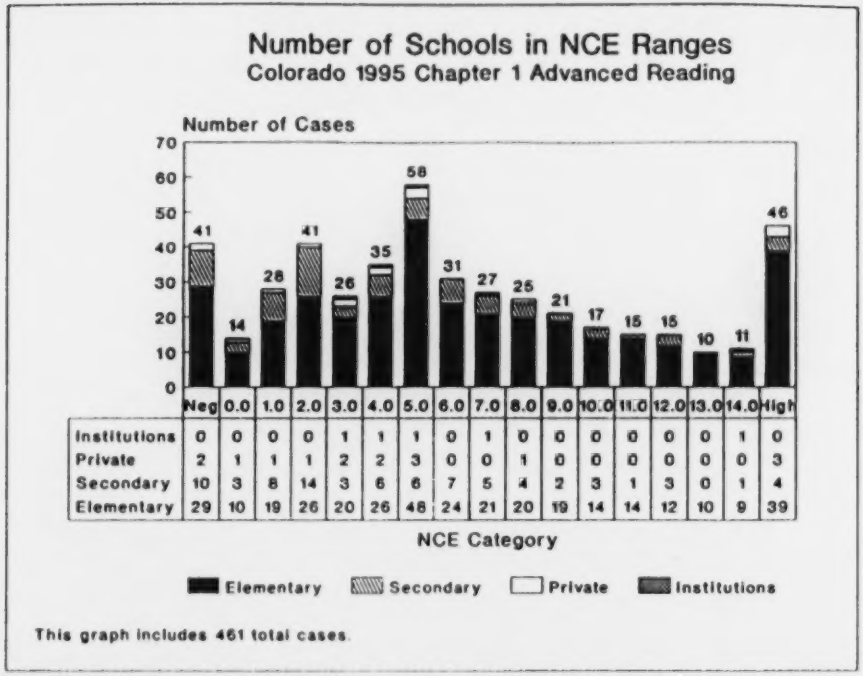
	Reading		Language Arts		Mathematics	
Grade	N	NCE	N	NCE	N	NCE
2	2,872	7.16	542	6.09	558	11.17
3	2,643	5.96	446	5.44	822	7.68
4	1,840	4.94	359	4.67	730	7.51
5	1,234	4.72	275	4.19	612	7.07
6	1,213	2.95	169	4.11	487	4.79
7	1,114	5.33	122	4.38	380	3.26
8	671	1.89	123	6.20	256	5.86
9	189	5.22	32	5.55	168	3.31
10	64	5.24	35	2.51	66	5.60
11	52	5.23	11	-4.50	25	10.18
12	12	3.88	5	0.98	4	0.25
	11,904	**5.35**	**2,119**	**5.08**	**4,108**	**6.96**

N = Number of students tested at each grade level.
NCE = Average weighted NCE gain.

Colorado 1995 Chapter 1 Achievement Gains
Advanced Skills by Grade

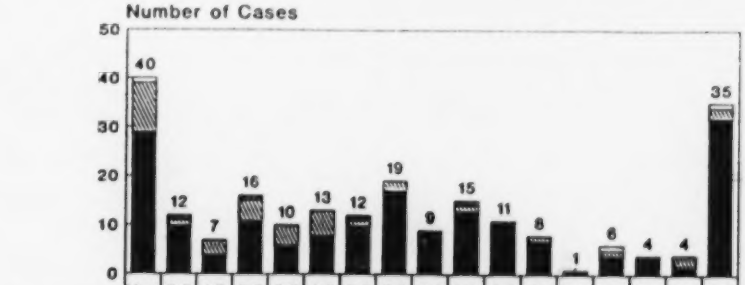
	Reading		Language Arts		Mathematics	
Grade	N	NCE	N	NCE	N	NCE
2	2,730	7.68	340	4.58	584	9.12
3	2,629	7.41	267	5.15	799	5.94
4	1,828	5.42	245	5.84	651	8.37
5	1,228	5.00	182	3.32	613	6.69
6	1,206	3.18	125	4.18	492	2.66
7	1,109	5.26	67	4.60	386	1.56
8	675	1.94	82	5.51	251	5.51
9	191	5.70	23	0.43	167	3.88
10	64	5.18	25	3.24	65	5.32
11	52	5.81	6	-5.75	25	8.72
12	12	4.99	4	10.05	4	3.00
	11,724	**5.91**	**1,366**	**4.65**	**4,037**	**5.98**

N = Number of students tested at each grade level.
NCE = Average weighted NCE gain.



The majority of Colorado Chapter 1 schools with reading programs scored well above the state minimum of 2.0 NCEs in advanced skills. Eighty-four percent of elementary schools and 74 percent of secondary schools had average NCE gains of 2.0 or above. Basic skill percentages were lower (82 percent) for the elementary level and higher (75 percent) for secondary schools.

Number of Schools in NCE Ranges
Colorado 1995 Chapter 1 Advanced Math



	Neg	0.0	1.0	2.0	3.0	4.0	5.0	6.0	7.0	8.0	9.0	10.0	11.0	12.0	13.0	14.0	High
Institutions	0	1	0	1	0	0	1	0	0	1	0	0	0	0	0	0	0
Private	1	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	1
Secondary	10	1	3	4	4	5	1	2	0	1	0	1	0	1	0	2	2
Elementary	29	10	4	11	6	8	10	17	9	13	11	7	1	4	4	2	32

NCE Category

Elementary Secondary Private Institutions

This graph includes 222 total cases.

Most NCE scores in advanced mathematics were above the Colorado Chapter 1 state minimum as well. Seventy-six percent of elementary schools and 62 percent of secondary schools scored 2.0 NCEs or above. The percentages for elementary schools (79 percent) and for secondary schools (90 percent) were higher for basic skills.

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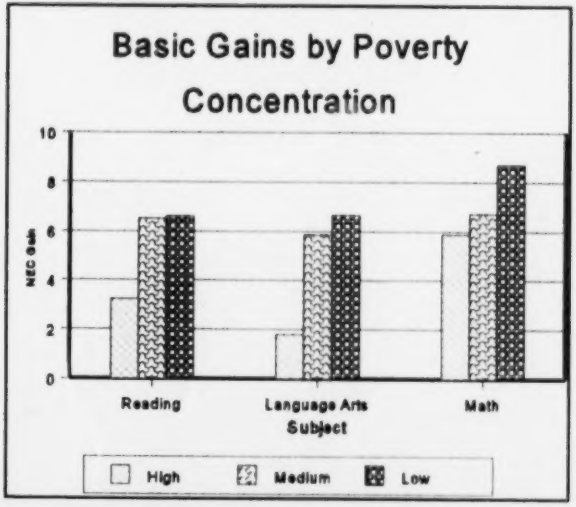
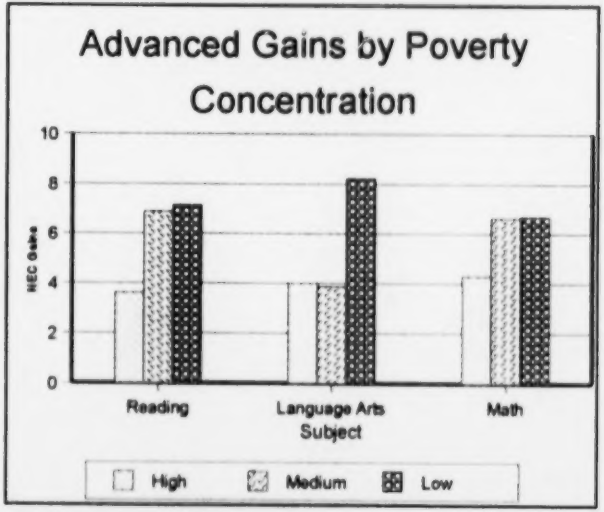
WHERE WERE THE RESULTS GREATEST?

Poverty Level

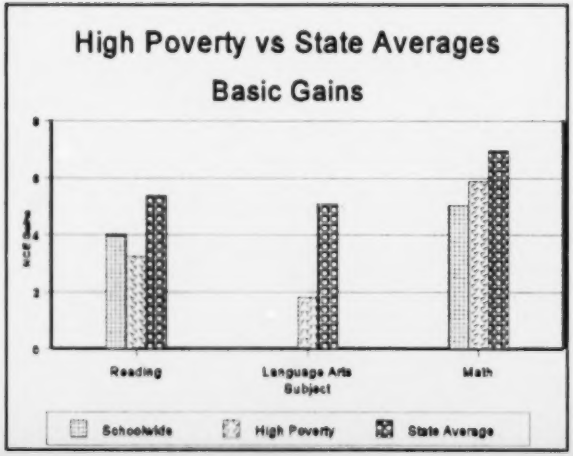
Chapter 1 schools with high concentrations of poverty have lower average NCE gains in both basic and advanced skills than those with low and medium poverty. However, in advanced language arts high poverty schools scored slightly higher than medium poverty schools. The level of poverty was determined by the percentage of students on free lunch within a school: High, 67-100 percent; Medium, 34-66 percent; and Low, 0-33 percent.

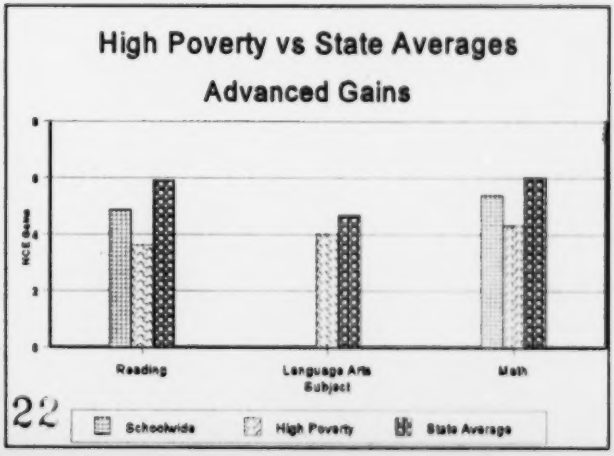




Fourteen of the highest poverty schools in eight local education agencies across Colorado chose to provide Chapter 1 services to all students within their schools instead of selected students. Schools with poverty above 75 percent were given this option.

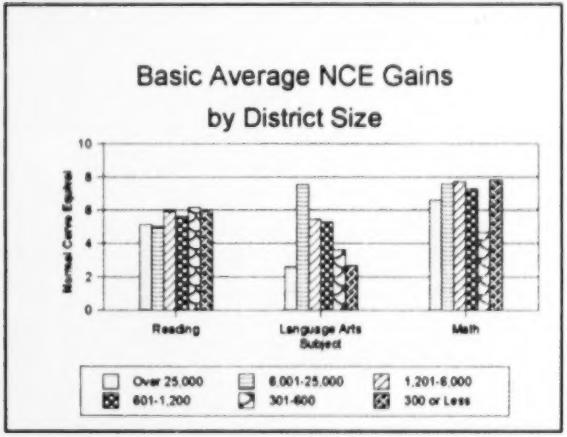
Although schoolwide schools had a higher minimum percentage of poverty than the high poverty schools on the previous page, (75 percent vs. 67 percent), they scored higher in basic and advanced reading and advanced mathematics. Language arts scores are not reported for schoolwide schools, since only one assessed this subject. Neither of the high poverty school groups scored as well as the state average scores.

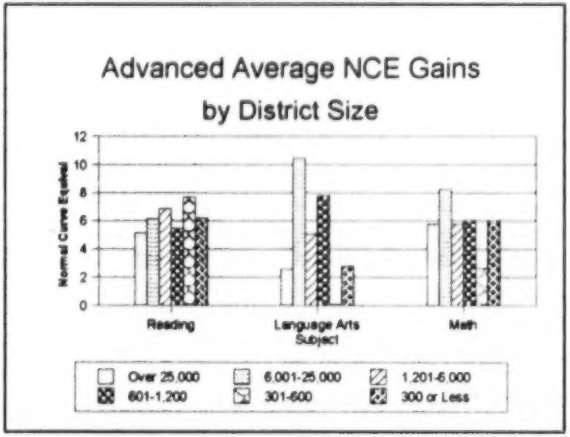




District Size

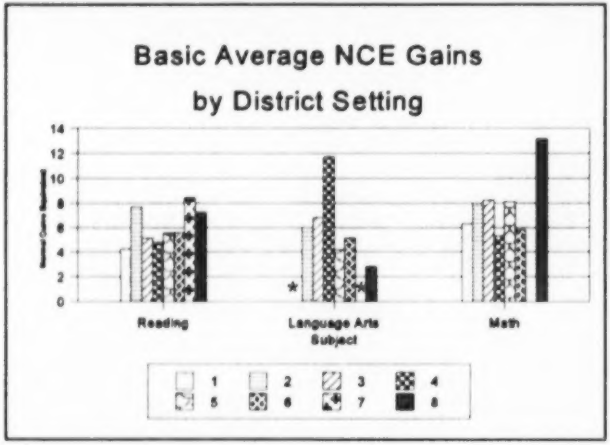
Test scores varied across district size categories. Districts with enrollments between 301 and 600 showed the highest average NCE gains in reading, both basic and advanced skills. In language arts, districts with 6,001-25,000 students demonstrated the highest average NCE gains in basic and advanced skills. The highest gains in math were obtained by districts with enrollments of 300 or less in basic skills and between 6,001 and 25,000 in advanced skills.

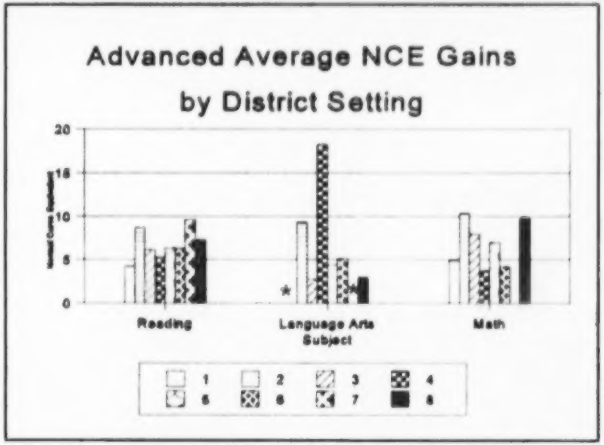




District Setting

Recreational districts scored the highest average basic and advanced skills NCE gains in reading. Outlying city districts had the highest average basic and advanced skills scores in language arts. Small attendance districts posted the highest scores in basic math and Denver metro districts scored highest in advanced math.



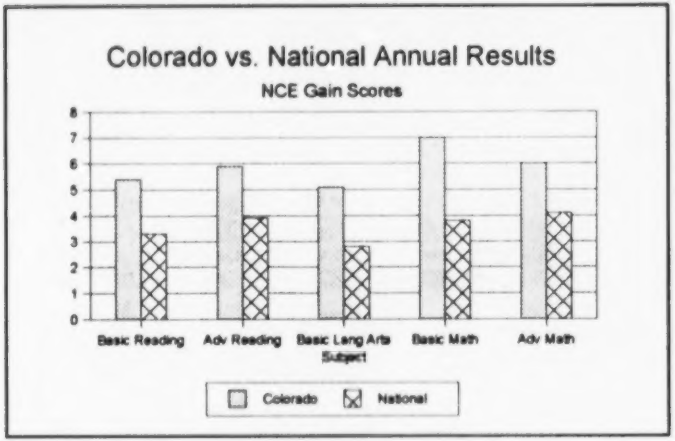


Setting Categories

1=Core City	2=Denver Metro	3=Urban-Suburban	4=Outlying City
5=Outlying Town	6=Rural	7=Recreational	8=Small Attendance

* Districts in these settings don't have any projects in the designated subject area.

HOW DO COLORADO AND NATIONAL RESULTS COMPARE?



The most recent available national aggregated Chapter 1 achievement results are from the 1993-1994 school year. Although there is a discrepancy in years, Colorado consistently has higher average NCE gain scores in reading, language arts and math in both basic and advanced skills than results for Chapter 1 students as a nation.

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WHAT ARE SOME SUCCESSFUL PROJECTS?

Billie Martinez Elementary School, Greeley, Colorado:
Title I Schoolwide Program

"Prevention is superior to remediation" is the guiding principal of the Billie Martinez Schoolwide Program. This shared belief has focused the school's efforts on language development and literacy for children in kindergarten through grade two. The school's primary staff have promised that, given an intensive literacy program in grades K-2, within three years the intermediate teachers would see a well-prepared reader and writer entering the fourth and fifth grades. To achieve this goal, literacy instruction is done in the team teaching mode, with the classroom teacher and the Title I teacher taking equal responsibility for planning and student learning. For those intermediate students who have not had the advantage of the K-2 literacy program, Title I teachers team teach at least one hour a day or provide small group pull-out instruction.

Martinez also provides a variety of classroom configurations. There are multi-age classrooms--a 1-2 combination and a 2-3 combination. There are 'following' classes in which the same teacher and students stay together throughout the three primary grades. Grades 4 and 5 are traditional single grade classes. However, to prepare the fifth graders for middle school, students move from class to class for language arts, math and science instruction.

To assist the staff in the planning and development of quality instruction, class schedules and planning times have been reconfigured. Mondays are short days and give the Martinez staff time to meet with unit members, teams, and committees; to plan instructional strategies; and to make decisions pertaining to school improvement and student achievement. In addition, every sixth Monday is "Enrichment Day." On this Monday the special teachers (art, music, physical education, media specialist, and others) take over and the students go on field trips or participate in unique events or performances at the school.

Furthermore, the Billie Martinez staff believes that parents are important members of the educational team. They believe that parental support results in the academic and social success of the student. The staff continues to utilize a comprehensive approach when involving parents within the school. The school motto--PRIDE--RESPECT--COOPERATION--reflects the behaviors which are expected at home, school, and within the community. Based on the school motto, programs have been established to maintain excellence academically, socially, and emotionally for all students. Realizing that parents are their child's first teacher, the staff is dedicated to providing experiences that support each child's educational needs.

For further information contact: Sharon Dwyer at (970) 352-1543 ext. 245.

Montview Elementary School, Aurora, Colorado:
Title I Schoolwide Program

The Montview Elementary School's Title I Schoolwide Program is based on the philosophy that exemplary *initial teaching* is superior to remedial approaches. Therefore, Montview's focus is on improving the quality and effectiveness of instruction in order for all students to meet the state standards.

A Literacy Learning Model, developed in New Zealand, is used with all students in the building. To achieve this universal coverage, the school provides professional development for all instructional staff members so that they may develop the knowledge and skills to successfully apply the specific strategies that are promoted by this model. Input from the ESL and special education staffs has allowed the Literacy Learning Model to be effectively used by these populations.

For those students who experience difficulties in mastering the state standards, extra assistance is provided through small group instruction, ESL tutors, and/or special education staff. Math Teacher Leaders also work with those students struggling in mathematics.

All students are ensured consistent and quality instruction in literacy and math. To assure this equitable treatment of all students, models are delivered in all classrooms where special education and ESL students are mainstreamed. Teachers and paraprofessionals in those classrooms have the same staff development opportunities as the regular teaching staff. The same high expectations are applied to all students at Montview regardless of ability, socioeconomic level, gender, language or ethnic background.

For further information contact: Debbie Backus at (303) 364-8549 or Colleen Rickert at (303) 364-2610.

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